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ABSTRACT

This outline of orientation for people who design and conduct manpower programs for disadvantaged workers discusses objectives of the orientation, characteristics of enrollees, structure and content of the program, methods of communication, measurement of progress in orientation, counseling and supportive services, testing and assessment, and prevention of dropouts. The booklet draws on the findings and conclusions of operators of experimental and demonstration programs and of others in the manpower and social science fields. Resource materials and a program checklist are included. (BC)

MDTA
EXPERIMENTAL AND
DEMONSTRATION
FINDINGS NO 5

ORIENTATION, COUNSELING, AND ASSESSMENT IN MANPOWER PROGRAMS

1969

U.S. DEPARTMENT OF LABOR
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CONTENTS

I. INTRODUCTION

Manpower programs have increasingly found it useful to provide a brief orientation period for most disadvantaged workers to help them prepare for job interviews and to help determine what type of jobs, training, or other aid appears to be most appropriate.

JOBS NOW and Project TIDE (operated by the employment service in various cities) were two experimental and demonstration projects that concentrated on the development of short term orientation prior to placing individuals in jobs or training. Other projects have also contributed to experience. The Concentrated Employment Programs have made such orientation an integral part of their activities with disadvantaged persons.

The following outline of considerations for a short term orientation program has been drawn from the findings of such varied efforts. It is not a how-to manual. How issues are met and tasks performed must be tailored to each program. Rather, the following is intended as a general outline to aid those who design and conduct orientation programs. Hopefully, it will be used for staff discussion, self-review, and inservice training.

II. OBJECTIVES OF AN ORIENTATION PROGRAM

Many individuals in areas of high unemployment and among the disadvantaged want or need a job, but have either a sporadic work history or none at all. Others want or need training but tend to drop out of training programs. An orientation program is designed to prepare individuals to take jobs or training and to succeed. Employers have been willing to hire these individuals if they can be prepared to understand and accept that tardiness and absenteeism are not consistent with holding a job, that personal problems must be solved for the most part outside of working hours, and that some matters of dress and conduct must be consistent with given job requirements and those of other persons on the work force. Orientation programs do not provide skill training or basic education. They provide general preparation for the demands of the workplace or for enrollment in a more extended work preparation or skill development program.

More specific objectives often are:

A. To assess individual enrollee strengths and deficiencies in skill, as a basis for a job placement or a training-need determination.

B. To assess individual needs for information and support in meeting the expectations of employers.

C. To provide the counsel individuals need to obtain effective job placements. This entails building confidence in each enrollee that he can and will be helped to get and hold a job, and to make each person aware of the variety of choices available to him or her.

III. CHARACTERISTICS OF ENROLLEES

An orientation program should be designed in light of characteristics of the enrollees in the program. There can be wide variation among the disadvantaged—between youth and adults and among youth and adults. Within a profile of characteristics held in common by a group, individual variations should be noted and adaptations made for them as much as feasible.

The following are some characteristics of persons in most disadvantaged groups. Most of them represent deficiencies in education or life experience and point up problems to be resolved. Each defines in general something specific that must be done, although methods for accomplishing it may vary.

Also there are usually positive characteristics which are most important for a staff to keep in mind and build on.

A. *General characteristics*

1. *The average enrollee will have completed less than high school.* Further, reading, writing, and arithmetic skills capability will generally be lower than the grade level completed in school. It will be necessary to verify overall capabilities by testing.

2. *In many enrollees, learning has been and will continue to be hampered by living conditions, personal problems, and negative attitudes toward a "school" situation.* The various problems will have to be identified through the development of personal rapport between staff and enrollees; staff will have to be able to give supportive help.

3. *Many enrollees will be silent and uncommunicative.* This may be due to a shyness born of fear or inhibition. Or it may be due to a lack of vocabulary or a limited skill in articulation. Whatever the reason, these enrollees will be highly sensitive to tone of voice and facial expression. They will be more dependent than others on communication by nonverbal means.

4. *Many enrollees will in effect speak a special "language."* They will have an accent and words different from those they will likely encounter in the marketplace. It will be necessary to understand this idiom.

5. *Many enrollees will tend easily to aggression, acting out, and limit testing behavior.* It will be necessary to establish and communicate clear rules about where and how behavioral limits will be set, and what the rewards and penalties will be.

6. *Many enrollees will have a history of failure and self-doubt.* To overcome this, and thereby strengthen motivation, the orientation program should include situations in which success can be achieved and recognized.

7. *Many enrollees will have deficiencies in nutrition, or problems requiring medical and dental attention.* A medical examination should be made early to identify those; where needed, a start should be made on a corrective program.

8. *Many enrollees will have outside obligations which make demands on their time.* Many women in particular will have household duties and children to take care of outside the hours spent in an orientation program. Some of the men will have part-time jobs which are necessary to sustain their obligations. Orientation program demands must recognize these.

9. *Many enrollees will have an inadequate understanding of themselves and how to get along with others.* This lack of social skill and a low stress tolerance may have been the chief hindrance in the past to their becoming loyal and productive employees, and may have led to high absenteeism and unemployment. All staff, and particularly counselors, will have to be alert to this and give special attention to overcoming it.

10. *Many will have to learn to weigh the pros and cons of an action before taking it.* Guidance will have to be given in taking time to think through the possible consequences of an action and weigh the values of tempering impulse with reason.

B. *Some positive characteristics*

1. *Nearly all enrollees have some positive motivation.* Many have enrolled on their own initiative. Those sought

or solicited by a special outreach program had to give something of assent or they would never have arrived.

2. *Contrary to much popular belief, most enrollees are sensitive to habits of speech, dress, and other behavior and can modify behavior quickly*. Successful experimental and demonstration projects, for example, have taught "Business Speech" as a "second language" and developed good grooming and dress as "the uniform of the job." The key seems to have been teaching new behaviors as *added* competencies, not as substitute competitors, and thereby avoiding the appearance of being destructive of what the person was.

3. *Also contrary to much popular belief, evidence accumulates that the disadvantaged are not truly alienated from the values of the rest of society.* Most aspire to the same kinds of things as the rest of society. Rather, they have despaired of attainment. One does not have to change values so much as to try to teach the skills with which to overcome frustration.

4. *Many enrollees will be high in intrinsic abilities.* Many have a native wit and endurance to cope "on the streets" or in the subculture of the ghetto. The task is to show them how to use this ability to open up opportunities in a wider world.

An Additional Note on Spanish-Speaking Minority Group Members

For a very large segment of Spanish-speaking minority group members and Mexican Americans, particularly, there are some basic value patterns with respect to time, work, personalism, individualism, and attitudes toward government to which the program should be sensitive:

Time: This is an area of important cultural difference. There is no strong sense of the future among many Mexican Americans. The present is eternal and should be used to enrich the quality of personal life. The Mexican American does not feel himself to be chained to a time machine and his thinking at times does not permit preparation for the future.

Work: The Mexican American is often more interested in building up his social capital than his monetary capital. Work is an an important value, but equally important are family, friends, enjoyment of life, cultivation of personal interests, and all of those things which confer social status.

Personalism: To the typical Mexican American, no human relationship is ever quite accepted unless it becomes warm, friendly, intimate, and personal. He does not care for flow charts and rigid tables of organization. The impersonal behavior of Anglos is considered to be rude and uncivilized.

Individualism: Competition, achievement, and success are fundamental Anglo values. Winners gain applause; losers find obscurity. To Mexican Americans, intimate friends, family relationships, responsibilities to dependents, and cultivation of the enjoyable life are valued over the uncertain, brisk, and dangerous world of individual competition and change.

Attitude toward government: Past experiences have developed a profound hostility and suspicion on the part of many Mexican Americans toward most officials. Mexican Americans generally have an acute ability to detect prejudice, insincerity, and hypocrisy.

IV. STRUCTURE AND CONTENT OF AN ORIENTATION PROGRAM

A. *The overall plan*

1. *The orientation programs should be planned.* This means that within every subject matter in every time block, a lesson plan guide should be developed, or, if the occasion is to be a counseling session, one should have a clear idea of what he is trying to accomplish.

This does not require rigidity. Flexibility can be built into program plans to permit adjustment to different individuals and to accomplish spontaneous input from enrollees. Planning involves the content of the material to be covered, a proportionate emphasis to be given to different elements, time for discussion, question and answer, role playing, and other devices to hold interest, sustain attention, obtain engagement, or otherwise bring a group along in progress.

The point in planning is that it is necessary to cover much ground in a short time in orientation and the task cannot be approached haphazardly.

2. *The orientation program should be closely coordinated with a job or training placement to follow immediately.* This will permit the development of much more concreteness and pointed emphasis in the program.

3. *An orientation group should not be large.* Progress puts a premium on both staff interaction about individuals and on the number of feedback devices promptly measured. No standards have been set on this, but successful projects have set staff to student ratios anywhere from 1-8 to 1-15.

Some advantages cited of a relatively small enrollee group are:

a. A smaller group promotes more participation or interaction of individuals and provides less opportunity for escaping.

b. A smaller group is able to arrive at group goals faster.

c. Identification with each other and with issues is more easily made by individuals in a small group.

d. Anxiety situations arise sooner in a small group, are handled more quickly, and growth of individuals develops faster.

e. It has been found that a smaller group matures more quickly than does a large group.

B. *General content of the orientation program.*

The following are some of the most frequently cited areas of information and content or skill that must be covered in orientation programs:

1. *Job interviews.* The interview for a job is a critical event, whether the enrollee is sent out to various possible employers, or employer representatives are induced to come to the project. The enrollee should be guided on what to expect, how to comport himself, how to answer certain kinds of questions, what questions to ask and how to ask them, and all other issues critical to an interview. The individual enrollee should be prepared with as much detail and practical simulation as possible.

2. *Taking tests.* Many enrollees will be fearful or resentful of taking tests. It is necessary to prepare them for those which are essential for assessment purposes, as well as for the minimum ones they may be expected to take in employment or training processing. Successful projects have found it necessary to give direct practical guidance and training in how to take tests properly and with confidence.

3. *Employer expectations.* This encompasses such matters as being on time for work, avoiding chronic absenteeism, calling in if one is ill, giving conscientious attention to the job, getting along with fellow employees, obeying safety and other regulations, and having an attitude of loyalty and responsibility toward the employer.

4. *Individual expectations of the employer.* This includes prompt and accurate payment of the wages specified, adequate instruction and supervision, adherence to generally established safety regulations, and those personnel amenities and benefits usually codified if there is a union in the organization.

5. *Transportation knowledge.* It has been found that many of the disadvantaged know only a little of the

space beyond the narrow geographic areas surrounding where they live. How to use a transportation system, the confidence to get around, the costs involved, and related questions have been found to be important in an orientation program. Nearly all enrollees must travel to a job or to job interviews.

6. *Personal hygiene and grooming.* It has been found to be important to deal with the factors which give the enrollee a good or bad appearance in a job interview, or which may interfere with his efficiency on the job. These also include general health habits and matters of diet.

7. *Personal budgeting.* Many enrollees will have handled money only sporadically and inefficiently. How to make and live with budgets, set priorities, and shop comparatively for everything from tobacco to food, are important components of education in money mangement. Some projects have built budgeting instruction around the allowance payments.

8. *Family budgeting.* Many enrollees will have family type responsibilities; budgeting or money management for them must include this area. Some projects use home assignments to develop a family budget with other members of the family.

9. *Other money management.* This includes the uses and abuses of credit, avoiding entrapments that end in a garnisheeing of wages, calculating and understanding legitimate deductions from wages for taxes and social security, and validating the amount of a paycheck in terms of the hourly wages paid over the time period worked.

10. *Knowledge of community supports.* Content here will cover agencies in the community which extend supportive services, community cultural and recreational facilities and ways of using them, a positive relation to the local political structure and police authority, and general citizenship education.

11. *Self-image.* Many enrollees will be lacking in a sense of self-confidence. They may have blamed a lack of job success on their having been "victimized" by society. Whether passive (withdrawn) or aggressive (acting out in class), they will show an emotional instability which jeopardizes good adjustment if they are placed on a job, or they will be ill prepared to benefit from a training program.

Experienced staff in experimental and demonstration projects believe that it is misleading to diagnose this as a lack of motivation. But they do believe the orientation program must get such enrollees to confront their own self-image as a basis for understanding effects and making adjustments. Many devices have been used for this: projective techniques, films, art objects, poetry, stories, video tape playback of role playing sessions, and others. To work on this is a problem for both instructors and counselers who must coordinate and be mutually supportive.

V. METHODS OF COMMUNICATION

Methods of communication vary widely and probably cannot and should not be codified. Every counselor and instructor has something essential to add to any methodology from his own style, imagination, and insight. Nevertheless, some general principles and kinds of techniques may be cited.

A. *A lecture method should probably be used sparingly.* The disadvantaged, even more than others, do not want to be "talked at." Some factual information may have to be communicated in that form by counselors, instructors, or visiting speakers. Generally, such episodes should be spaced and kept brief.

B. *Use discussion periods.* Sessions led by an instructor should be planned to allow for much discussion and question and answer time. This is essential for feedback on material presented. In addition to helping evaluate where one is going and how much is getting across, it is an effective device to secure interest.

C. *Make up for absenteeism.* There will be absenteeism, so the program must plan ways in which absentees can catch up on what they have missed. The comparatively short, high intensity quality of an orientation program puts a premium on fast paced, highly efficient communication.

D. *Use audiovisuals.* These are ways of presenting information in an interesting manner, providing a basis for further discussion, stimulating participants, and developing the trainees' feelings of relationship to what is depicted. There should be a preparation of the group by the instructor or counselor prior to use, and immediate followup with discussion or evaluation of absorption. Suggested kinds and sources of audiovisuals are contained in Appendix A.

E. *Use role playing.* Many problems within all of the subject matter lend themselves to dramatic illustration: a simulated interview, ways of commenting acceptably on someone's dress or appearance, ways of asking for specific directions, etc. A counselor may use such episodes as a sociodrama with a view to exposing and dealing with the dynamics involved. A teacher may be more interested in bringing out content points dramatically. It is most important to know what one is doing or aiming at.

Specific role playing situations may include:

1. Employer applicant
   —interviewing for a job
   —employment service situations

2. Counselor-counselee—discussion of problems

3. Family situations
   —parent-child
   —husband-wife
   —brother-sister

4. Peer group relationships
   —leader-follower
   —good example-bad example (in dress, deportment, manners, etc.)
   —play situation (e.g., the dropout, the gang leader)

5. Authority-subordination
   —supervisor-employee
   —teacher-student
   —judge-defendent

6. Agency-applicant: social worker-applicant

7. Work situations
   —cooperation-dissent
   —initiative-slothfulness

Role playing situations may be managed in many ways. Enrollees may make up the situations, or the basic situation may be structured by the counselor. Empathetic situations may be structured: a Negro plays a Caucasian and vice versa, or an enrollee plays the counselor and vice versa. Generally, role playing should be managed under the direction of or by an experienced counselor in the art.

F. *Counseling:* group and individual. See section VII.

G. *Enlist community resources.* Where city orientation and use of transportation is programed, one may get city maps and transportation system maps, and use assignments designed for a transportation system and verify their successes.

Resource individuals from city government, social agencies, police departments, and others may be used effectively if carefully screened and briefed. People who are willing and able to engage in dialogue are to be encouraged.

Field trips may be used effectively. There is probably not enough time to spend on cultural enrichment for its own sake, but exposure to this while relating it to other factors of use of transportation, cost of recreation, understanding of a city environment, etc. may be very useful.

H. *Use home assignments.* Some experimental and demonstration projects have been successful in giving home assignments to the disadvantaged in an orientation program. Such have included working out a family budget at home; planning, taking, and reporting on a family excursion; writing a poem or story or reaction to a program theme, monitoring a relevant TV program, and doing an assignment on a news event or in the want ad section of the newspaper.

I. *Lay basis for academic skills.* If extensive remedial work in basic education is required, the enrollee will have to be referred to it beyond orientation. But within the content areas specified, the following traditional academic skills can be worked on:

1. Computation skills--making change, figuring interests, operating cash registers, calculating payroll deductions, and budgeting.

2. Reading skills--alphabetizing; use of phone books and dictionaries, transportation schedules, books, map reading, newspaper ads, journal and trade papers, business reviews, civil service announcements.

3. Writing skills--resumés, spelling exercises, letters of application, letters of inquiry, and autobiographies.

4. Social relations--background on ethnic groups, accomplishments of minority groups, community resources, organizations and goals of special interest groups: Urban League, NAACP, CORE, etc.

J. *Provide some occupational information.* An orientation program is not an occupational skills training program, but relevant material in this area may be approached through:

1. Labor market information, use of tours, speakers, films, labor union contracts, local labor trends.

2. Job information--the application process, job interviews, test orientation, resources for job procurement.

K. *Encourage individual participation.* It is desirable to get the individual actively involved in order to develop responsibility and provide a feeling of personal accomplishment. Through participation a sense of initiative and self-assertion may envolve. Trainee involvement may include:

1. Responsibility for the care, operation, and maintenace of audiovisual equipment.

2. Roll or attendance taking.

3. Timekeeping, including timeclocks.

4. Bulletin board maintenance.

5. Cleanup detail.

6. Transportation scheduling.

7. Writing thank you notes.

8. Planning and organizing activities.

9. Preparing meals.

10. Planning closing program.

11. Preparing assigned reports.

VI. MEASURING PROGRESS IN THE ORIENTATION PROGRAM

Some kind of self-tests to verify the progress being made is desirable in every program. Techniques for doing this will vary among areas of knowledge and skill, development of attitudes and interests, understanding and critical thinking, and general social adjustment and job readiness.

A. *Objective measures.* In the areas of money management, wage accounting, consumer education, and the like, short informal tests may be given to measure mastery of the skill. Realistic transportation problems may be assigned and the results verified. Changes in dress and grooming may be compared between time of entry and some point in the program. The enrollee's attendance record is a sign of how much his attention is held. One may note response to direct referrals such as health services.

Where attitudes and self-concepts are involved, one may develop or use self-rating scales and devices like the Q-sort, in which the trainee sorts a series of statements into stacks of "most like me" to "least like me." These become the basis for getting an image profile.

B. *Subjective measures.* Where attitudes, motivations, interests, or social development are concerned, evaluation necessarily becomes more subjective. Members of the staff can detect marked changes. Some individuals will change in a steady, evolutionary manner. Others will seem to change in periodic jumps. The staff should arrange for frequent staff interchanges to discuss the progress of each individual.

Some projects have found that peer evaluations have been very useful in judging matters of dress, grooming, motivations, and other social development.

C. *Examining the holding power of a change.* There is no way to predict how solidly embedded a change may be. The assumption must be that changes are cumulative and that what is accomplished in orientation will be built on further in training or on the job, aided there by the coaches or other instructor-counselors.

D. *Review sessions should be held with the group.* This should be done preferably after each program element is completed. Leading questions may be asked, if necessary, to get discussion going. From such sessions there can be useful feedback on how the enrollees viewed the materials. Did they see them as practical and realistic? Can they demonstrate understanding of what was presented? Is there good group interaction? Do students feel relaxed and at ease?

VII. COUNSELING AND SUPPORTIVE SERVICES

Many considerations and implications for counseling have been indicated. There is no intention here of providing any counseling manual or intruding on professional expertise. Rather, the aim is to present for stimulation some generalizations which have been gleaned from counselors and evaluators in successful experimental and demonstration projects working with the disadvantaged.

A. *Counseling personnel*

1. *A professional person should supervise the counseling program.* In good projects, all or most of the formal counseling was done by persons in professional roles, although many lacked full M.A. degrees in counseling or social work. Most were trained in counseling, teaching, social work, or psychology.

2. *Use nonprofessional persons.* Most projects have made a supervised use of nonprofessionals or noncredentialed persons as counseling aids, group leaders, or persons who make home visits or carry out certain actions. In some programs, this individual was the enrollee's primary contact person who ran interference for the enrollee in his use of the specialized professionals and integrated the various special services. Informed help in informal, ad hoc situations is important and some of the most effective support service may be given by these nonprofessional staff.

3. *Consider the ethnic background of counselors.* There is disagreement in the field on this. Some believe that, other things being equal, counseling personnel of the same ethnic or racial background as the enrollees may be more successful as role models and sources of influence. However, in other projects, outstanding success has been registered with mixed counselors selected only for competence and not on the basis of ethnicity.

B. *General principles and policies of counseling programs*

1. *Consider the use of group counseling.* This is a technique for self-exploration and evaluation which complements a one-to-one counseling relationship. It is an opportunity for freedom of expression and a gain of invaluable feedback from peer group members. An atmosphere is provided for interaction, group feeling, and identification with a positive experience. This is often the first experience of belonging to a group for the type of enrollee found in some programs.

2. *Use judgment on the degree of structure for group counseling.* Highly structured curricula for group counseling have been disliked by youth. Completely unstructured group counseling runs the danger of missing important subjects, and allows and encourages counselors to avoid facing and dealing with employment or training problems. While providing for flexibility of detail and content, there should be a structuring and organizing of the problem situation. This approach seems to be better than a totally permissive one with no structured focus. Generally, culturally and economically deprived persons respond to authoritative, direct approaches rather than to indirect, subtle attempts toward influencing them to take more initiative toward self-help.

3. *Older and younger youth may be mixed in counseling groups.* Most of the experience in experimental and demonstration projects indicated that younger youth could be mixed with older ones; for example, the 16-18 year-old group mixed with 19-21 years olds, and the more aggressive and talkative ones mixed with the more timid and nonverbal. Opinion is divided on mixing youth with older and more mature enrollees.

4. *Individual counseling is important.* If group methods have intrinsic merits apart from the shortness of time and staff which dictate them, no one finds group methods to be a substitute for individual one-to-one contacts. These individual contacts are most fruitful when they are sought by the enrollee rather than being scheduled for him. Any member of the staff may be a principal in these contacts, which are often ad hoc. A premium then is placed on the staff members' coherence about what they are trying to do with a given enrollee, what general principles they are following, and in keeping up to date in compared notes on individual enrollees.

5. *Work or training readiness of the enrollee is the primary goal of orientation counseling.* One may indeed be seeking behavior modifications in dress, grooming,

work habits, etiquette, etc., and situations in which individuals confront their own self-images. These activities undoubtedly have an effect on personality. But personality changes tend to come as a by-product of developing work or training readiness, rather than from a direct assault on personality by analytical or therapeutic techniques.

This means also that long term and distant goals have been subordinated to immediate subgoals. Long-range career planning is inappropriate in the absence of possibilities for career realization. At a later stage of postplacement counseling, it is more appropriate to take up such matters.

6. *Certain social work techniques are valuable.* Social work methods are useful in working with those problems which enrollees have with their environment and community institutions such as courts, schools, housing authorities, and others. Such approaches have not only helped the enrollees to solve real problems which they could not be expected to solve alone, but they have also served as demonstrations of commitment to the enrollees which probably helped establish relationships of trust and confidence. This places a premium on the counselor being well informed about the operation of youth and other legal authorities, social services, welfare, adoptions, legal rights, et al.

7. *Counseling with the parents of youth is appreciated by both parents and youth.* Such activity is most effective when it includes concrete suggestions for specific actions that parents can take to help their children succeed.

8. *Counseling should support repeated job placements.* Since many placements will be necessary for some individuals before they remain on one job, it is necessary to be continually willing to provide services regardless of the enrollee's response to past opportunities and services. Such persistence is the best guarantee that the program will not eventually deal with only the best in the group.

9. *Enrollee complaints about the program should be listened to.* Any complaint has the possibility of being valid. It should be an occasion for getting at the problem, rather than for simple defensiveness.

10. *Arrange for enrollees to see the possibility of success and to achieve it.* Publicity given to the job success of peers has been useful. The use of indigenous counselors and the return of successful graduates have worked well. Arranging program elements so that enrollees can achieve early success in mastering assignments is also recommended.

11. *There should be a firm definition of behavioral limits and of the penalties for violation.* Disadvantaged persons seem to appreciate the lack of ambiguity which such a policy implies. Penalties should be structured so as not to esstrange permanently any enrollee from the program and its services. But even among the agreeable there will be a tendency to a limits testing activity. If ground rules are not present at the beginning, it is difficult to establish them later.

12. *There should be periodic inservice training for counseling staff.* The counselor must familiarize himself with all aspects of influences governing the lives of the enrollees. Since much is still being learned about the psychological functioning of the socioeconomically deprived, there is room for constant study toward improvement of counseling methods and techniques.

13. *The counselor must keep a positive attitude toward his enrollees.* For some enrollees hygiene may be a problem. Manners of speech, clothing, and other behavior in overreacting to stress may engender negative feelings in the counselor which inhibit his potential for effecting change. He has to try to compensate for this in order to protect his capacity to help.

14. *The counselor should not overidentify.* Enrollees seem to respond best to informal friendliness, respect, and a nonpatronizing understanding rather than to oversolicitousness. The circumstances of some enrollees may elicit a great deal of sympathy. While not being insensitive, the counselor must keep enough professional objectivity to be able to help.

15. *Counseling should avoid depth therapy.* There would not be enough time for this, and in few cases would there be skill enough for it. This does not mean that the counselor should not be tuned as sharply as possible to the psychological and environmental forces operating in the individuals, and between himself and the enrollees. But he should try to stick with practical problems at hand and stay out of depth analysis.

Emphasis on current concerns and behavior has the advantage of concreteness, and requires no abstractions,

vague generalizations, or toleration of extended time span.

16. *Counselors should use diagnostic analysis of work sample performance.* The work sample technique is discussed under Section VIII. Testing and Assessment (4). Work samples are not formal tests. They are real job tasks, in which job production tools are substituted for paper-and-pencil tests. They are administered over a 2-week period in a simulated industrial setting; the applicant is observed and evaluated on his work attitude, accuracy of performance, promptness in reporting to work, learning speed, acceptance of authority, expressed job interests, and other work related behaviors.

An end product of the work sample program is the preparation of a diagnostic analysis of applicant's job potentials. This includes recommendations for use by the counselor in developing with the applicant a mutually agreeable vocational plan. Counselors should receive special training in the use of the work sample diagnostic analysis. This training is provided without charge by the training institute of the Jewish Employment and Vocational Service in Philadelphia, Pennsylvania.

VIII. TESTING AND ASSESSMENT

A. *Testing*

A number of questions have been raised about testing minority group members and those who are socioeconomically and educationally disadvantaged. If a testing program is handled improperly, one may get inaccurate test scores, mistaken conclusions, invalid predictions, and incorrect decisions. Some individuals have questioned the advisability of testing at all. But evaluations and assessment decisions will and must be made. To rely on subjective judgment alone is no correction for bias or distortion. The answer must be more care and circumspection in a testing program.

The United States Training and Employment Service, in cooperation with State employment services and other government and private organizations, has had a number of research projects designed to improve knowledge of testing. Some of the results will be available shortly, and it will be important for all manpower counselors to keep in touch with the employment service for testing guidance. The research efforts include: separate test validity studies for minority group persons; Spanish language editions of the General Aptitude Test Battery (GATB); nonreading aptitude tests for those whose reading ability handicaps their performance on the GATB; effect of time limits on test scores; and modifications of interpretive guidelines. The newly published Adult Basic Learning Examination (ABLE) is now authorized in lieu of the Scholastic Aptitude Test (SAT) and Metropolitan Aptitude Test (MAT) examinations, in the case of adults, to assess reading and arithmetic skills. The publisher is Harcourt, Brace, and World.

In addition to keeping abreast of these research developments in the USTES, manpower counselors are well advised to follow other principles that have derived from experience in the employment service and from good experimental and demonstration projects.

1. *Lack of suitable tests.* Until current research on some new instruments bears fruit, it is necessary to recognize some limitations. But even this recognition must be discriminating. The USTES has developed screening exercises to aid counselors in determining whether the scores of a disadvantaged person on a GATB would be meaningful. These should insure that the GATB is not given to those for whom it is unsuitable.

2. *Use of tests for referral to training programs.* The USTES has a policy of using tests only when appropriately validated ones are available. Job related tests from the GATB, such as dexterity tests, can be very useful for some of the disadvantaged, when written parts are not. When there is to be referral to either institutional or on-the-job training, it is desirable to get aptitude information in order to help individuals formulate a vocational plan. It is recommended that individuals who take basic education be retested after their initial testing.

The USTES is doing away with its "pass-fail" interpretation of the GATB scores, and will shortly issue a new system of norms which will force a greater emphasis on nonaptitude factors in the assessment process.

3. *Diagnostic psychological and personality testing.* Many question whether this should be done at all with educationally and socioeconomically disadvantaged individuals in orientation programs. In any case, the decisions whether to do so, what tests to use, and the assessment procedure to be followed should only be made by persons with professional competence.

4. *Work sample techniques.* These are designed to give inexperienced individuals the "feel" of activities associated with various kinds of work. Just because the samples are not highly structured and do not resemble conventional aptitude tests, they may be accepted by many disadvantaged who do not respond to conventional tests. The Jewish Employment and Vocational Service has conducted research on the work sample technique at the Human Resources Development Center in Philadelphia.

The results of data analyses support the conclusions that the work sample program: (a) enables the counselor better to understand, relate to, and communicate with the disadvantaged applicant; (b) facilitates the development of a counseling plan or vocational objective which is better suited to the applicant's "true" abilities and potentials; (c) increases the likelihood that the applicant will complete HRD Center counseling, be referred to a wider range of job openings, obtain jobs on initial referral, and hold and adjust to jobs and training posts; (d) helps the counselor more readily to identify applicants in need of referral to rehabilitation and other

ancillary services of various social welfare agencies; (e) provides knowledge on the applicant's interests, abilities, attitudes, motivation, and other important "work readiness" indices which permit the counselor to cope with questions raised by employers concerning skill potential and job stability of an applicant having no work history or a long period of unemployment; and (f) leads disadvantaged applicants to understand better their vocational interests and abilities, discover the work tools and requirements of different jobs, and modify their personal appearance and other behavior to meet standards of job interview situations and employer work stations.

Philadelphia JEVS is operating a training institute to provide manpower program personnel with skills for operating work sample programs. Some CEP staffs and USTES-WIN staffs are now receiving this training in preparation for the installation of new work sample programs in regular manpower operations around the Nation. Agencies should make requests directly to:

Jewish Education Vocational Service
Attn: Dr. Saul Leshner
1213 Walnut Street
Philadelphia, Pennsylvania 19107

The training service is free of charge. JEVS provides only staff training. Financing of the operations of work sample programs must come from other resources.

5. *Preparation for any testing.* The disadvantaged generally tend to dislike and fear testing. Experience, however, shows that their fear can be overcome, if there is a careful orientation to testing by individual and group procedures, and by tryout experiences in a testing situation with practice materials. These are ways of insuring "test readiness" without contaminating the accuracy of results with the instruments used for measurement. The USTES is developing audiovisual materials on how to take tests; their use is recommended. A booklet, *Doing Your Best on Aptitude Tests,* is now on sale at the U.S. Government Printing Office.

6. *Limitations of testing.* Except in clear-cut cases where a job or training program requires a capability an individual does not have or cannot acquire in an available program of remedial work, tests should not be used to "screen out," but rather to assess what needs to be done. One should make judgments within this recognition.

7. *The kinds and timing of tests.* Ideally, the ongoing developmental and remedial service should consist of counseling, the use of work sample techniques, work conditioning, basic education, and occupational training as needed in each individual's situation. Elaborate test batteries probably do not belong in the orientation phase, but will find their place further along in an individual's program.

8. *Tests in Spanish.* The test administrator should be proficient not only in test administration, but also in the Spanish idiom familiar to the region in which he is working.

9. *Maintenance of professional ethics.* Professional ethics should be adhered to in making use of information and in maintaining the confidentiality of information concerning counselees or applicants. This does not preclude counselors from sharing information with other members of the program staff.

B. *Assessment*

1. *Use of total staff.* Sometimes an effort by all staff to develop a checklist of trainee characteristics may help to objectify testing and interview impressions as bases for assigning trainees or in making job referrals.

2. *Adjustment to the availability of jobs in the labor market.* This factor of availability will tend to override other considerations in job placement. Without deemphasizing the importance of the job to be done in good evaluation, one must recognize this. It is important therefore to link the job placement personnel as closely as possible to the orientation staff, so that they can be guided as far as possible by the orientation staff assessments.

IX. PROBLEMS OF HOLDING POWER

The problem of premature dropping out begins in an orientation program. It is important to be alert to any cause of this and try to forestall disinterest.

Many different factors are involved and there is no simple set of rules to follow. Many general principles or critical points have been implied in the foregoing. Some of these are summarized here, together with a re-emphasis on the necessity for continual staff evaluation, adjustment, and judgment.

A. *It is important to develop quickly easy two-way communication between staff and trainees.* Effort is usually made to establish a relaxed and informal atmosphere, using a language understandable to the trainees without being condescending or affected.

B. *Action should start immediately.* The program should get down to business on the morning of the first day at the orientation center. There should be explanation of what is to be done and what the goals are, and evidence given of plan and action which involves the trainees.

C. *The program must be practical and down to earth.* It must show quickly that it is oriented to jobs and avoid vague abstractions. The program must test itself constantly with the students for their understanding of the practicality of it for them.

D. *It is most helpful if enrollees can see jobs at the end of the program.* Job development and placement will be crucial here; if a number of people graduate and do not get jobs, it will probably reverberate negatively on the program. Conversely, the success of those who do will strengthen the program. Most disadvantaged do not want a program for a program's sake.

E. *Counselors should deal with problems promptly.* Reasons for absence and lateness must be checked out. Where family, health, court, or other problems are an interference, prompt intervention is necessary to retrieve individuals who would otherwise be lost.

F. *Staff flexibility in mangement is important.* Techniques that work well with one group do not with another. An idea that is "hot" one day may not catch on at all the next. While program plan and structure are essential as guides, there is a constant necessity for on-the-spot improvisation and adaptation of plans and ideas.

G. *Keeping an orientation group small, or at least having a high staff-to-trainee ratio, is probably a help in holding.* A whole staff should get to know its trainees as individuals.

H. *It is essential that the teacher know his subject matter.* A teacher who does not know what he is doing confuses the student and causes him to lose interest in the program.

I. *A well developed aid staff recruited from the same social strata as the enrollees can be of considerable help in solving problems of communication that would otherwise cause trouble.*

J. *The reaons given by trainees for dropping out usually fall into these categories:*

1. Dissatisfaction with the program
2. Classroom relationships
3. Work conflict
4. Home and family problems

More specifically, there will be (1) complaints about inadequate subsistence, (2) lack of progress, (3) inability to follow rules, (4) home problems, (5) employment (usually only temporary for quick cash), (6) uncertainty of self in new surroundings, (7) illness, and (8) lack of accustomedness to a sense of obligation.

APPENDIX A: RESOURCE MATERIALS

I. *Types of audiovisuals.* The main types used are motion pictures (16 mm.), slides and filmstrips, opaque and overhead projectors, posters, mirrors, bulletin boards, scrapbooks, tape recorders, and the like.

II. *Some available motion picture films.* (Items cited can usually be acquired from sources indicated at little or no fee other than postage. Consult public library film catalogues.)

A. *Vocational-Motivational films*

1. *How to Apply for a Job.* Produced by United States Employment Service (USES)* and others.
2. *The Road Ahead.* Produced by the National Urban League. Problems faced by two dropouts, a Negro and a white youth who have been displaced by automation.
3. *The Winners.* Produced by Illinois Bell Telephone, using a winners versus losers theme. Views of and interviews with Negroes on a large variety of jobs.
4. *When I'm Old Enough, Goodbye.* Produced by USES. Concems a dropout.
5. *Morning for Jimmy.* Produced by National Urban League. Tells of a boy who finds discrimination when looking for a job, but learns a lesson for the future.
6. *What's In It For Me?* Produced by USES. Concerns the YOC, emphasizing MDTA training as a possible answer.
7. *The Job Corps and You.* Produced by the Office of Economic Opportunity.
8. *Career Jobs in (Occupation).* See USES Program Letters 2334, 2177, and 2076 for lists of occupational films.

B. *Films on health and social problems*

1. *Why We Respect the Law.* A Coronet film. (Try local board of education.)
2. *Signal Thirty.* Produced by Highway Safety Foundation. Concerns traffic safety.
3. *Social Courtesy.* A Coronet film. The boy-girl dating situation.
4. *Balance Your Diet for Health and Appearance.* Produced by U.S. Public Health Service. Concerns eating habits.
5. *The Huffless-Puffless Dragon.* Produced by American Cancer Society. Concerns smoking.
6. *One Quarter Million Teenagers.* Produced by Churchill Films. Concerns venereal diseases.
7. *Personal Hygiene for Boys.* A Coronet film.
8. *Personal Hygiene for Girls.* A Coronet film.
9. *Boy to Man.* A Churchill film. The male developmental process.
10. *Girl to Woman.* A Churchill film. The female developmental process.

C. *Cultural films*

1. *Lust for Life.* Produced by Metro-Goldwyn-Mayer. The story of Vincent Van Gogh. Available in 16 mm.
2. *Marian Anderson.* Produced by World Artists. The story of her life.
3. *The American Process.* Produced by Film Associates of California. Interviews with three Negro spokesmen: Martin Luther King, James Baldwin, and Malcolm X.

D. *Film sources*

1. Universities
2. Boards of Education
3. Public Health Service
4. Bell Telephone Company
5. Libraries
6. Modern Sound, Inc.
7. Urban League
8. Films, Inc.
9. Alcoholic Rehabilitation
10. Commercial film supply houses
11. American Cancer Society
12. Trade associations, unions, apprenticeship councils

III. *Field trips.* These may provide firsthand experiences which cannot be gained in the classroom. Any

*Under the reorganization of the U.S. Department of Labor's Manpower Administration, which became effective in March 1969, the United States Employment Service (USES) was renamed the United States Training and Employment Service (USTES).

place to be toured should be contacted in advance for permission, and to clarify the nature of the group and its purpose in touring. The group should also be prepared for any trip. There probably should be no more than one or two at the most per week. Some trips which might be beneficial are:

A. *Businesses*

1. Manufacturing concerns
2. Clerical and sales job-retail and wholesale stores, insurance companies, finance companies, banks
3. Bonding company
4. Unskilled, semiskilled, and skilled trades; stockyards, factories, stonecutting, docks, textile plants, warehouses, printing, trucking
5. Agricultural areas or concerns

B. *Cultural resources* (Take care to build on group interest.)

1. Museums, galleries, planetarium, theatres, plays, libraries
2. Zoos, marinas
3. Sports events, historical sites, parks (State, Federal, city), amusement parks
4. Restaurant meals
5. Missile sites, the airport
6. Indian reservations
7. TV and radio stations, newspapers, magazine publishers
8. Tours of slums and of better city housing areas

C. *Training and eduction*

1. MDTA, Job Corps, and NYC facilities
2. Private, public, and vocational schools
3. Technical institutes and commercial schools
4. Adult education and distributive education centers
5. Universities and colleges
6. Apprenticeship facilities
7. Any other training facilities as may be available and suited to constituency

D. *Community services*

1. Sheltered workshops, Goodwill Industries
2. Agencies—Red Cross, Catholic Charities, Child Saving Institutes, welfare departments, Legal Aid Societies, Family Services, Homes for Wayward Girls, Urban League, Salvation Army, Planned Parenthood, YMCA, YWCA, Overseers of the Poor, Alcoholics Anonymous
3. Public Health Department, mental health hospitals and institutes
4. Chambers of Commerce, Better Business Bureau
5. Vocational Rehabilitation

E. *Government services*

1. Police and fire departments
2. Armed services
3. Courts—State, Federal, city
4. Highway Department, Internal Revenue, State Patrol
5. Penitentiary, jails, reformatories
6. Employment service; Office of Economic Opportunity
7. Unwed mothers' homes, Good Shepherd Homes
8. All Federal, State, and city departments—Civil Service, Post Office, Social Security

F. *Service trades*

1. Hospitals—mental, physical, rest homes, special institutions (blind, deaf, etc.)
2. Hotels, motels, restaurants, catering services, commissaries, bakeries, vending services
3. Resorts, amusement services, tourist attractions, theaters, beauty shops, barber shops
4. Laundries, building maintenance areas, domestic services
5. Private security agencies such as Pinkertons, Brinks, Burns, etc.

IV. *Speakers.* Speakers can be resource persons with much information from the world of work that is of value. They should be picked as persons who could be models or examples. They must accept the group and the group must be prepared to accept them. Careful screening is necessary. One should avoid the "I made it, why can't you?" kind. A list of topics and kinds of speakers is suggested:

A. *Self-evaluation and needs*

1. Mental and physical health—psychiatrists, psychologists, high school coaches, dentists, doctors, and nurses; Planned Parenthood, Alcoholics Anonymous, Narcotics Department, Veneral Disease, Health Department

2. Personal appearance–cosmetologists, models, fashion designers, buyers, barbers, salesmen from clothing stores, dermatologists, fashion editors, tailors or seamstresses, college and high school teen boards, charm course representatives, Home Demonstration Agents, personnel directors

3. Family and social problems–Legal Aid Society, Planned Parenthood, Family Service, Better Business Bureau, Consumer Credit Bureau, loan companies, credit agencies, insurance agents, banks, speakers on budgeting

4. Organizations for minority group problems–NAACP, Urban League, CORE, B'Nai B'Rith, Human Relations Board, VISTA, Bureau of Indian Affairs, Immigration and Naturalization Board, Good Neighbor Council, Civil Rights Commission, Community Action Programs

5. Financial emergency and personal needs–Housing Authority, Salvation Army, Goodwill, Traveler's Aid, religious associations, police department, outpatient clinics, who to call in case of emergency (police, fire, ambulance, etc.)

6. Miscellaneous–people from transportation, buses, airlines, rails, local transit, driver's license examiners.

B. *World of work*

1. Fringe benefits–Blue Cross-Blue Shield, persons to talk on pensions, profit sharing, stock options, and department store discounts

2. Payroll deductions–social security, taxes, retirement, entry wages, lines of promotion, seniority

3. Organized labor–union personnel to talk about unions, open and closed shops, right to work laws, equal employment, safety regulations, civil rights; management representatives to speak about these also

4. Jobs in government–officials to explain the Federal, State, and local civil service, what jobs are available, and employment trends at the time

5. Private industry–representatives from wholesale, retail, farming services, and manufacturing

6. Labor market trends–the local employment service to give information on qualifications needed, what is available, and placement trends at the time

7. Handicapped worker–a successfully employed handicapped person; representatives from the Division of Rehabilitation Services of Goodwill

8. How to apply for a job–personnel directors, employer heads to speak on applications, tests, physical examination requirements, etc

C. *Public and private community resources*

Federal, State, and local government; police, fire, court, and other agencies; Chambers of Commerce; volunteer service organizations; representatives from political parties to speak on voting.

APPENDIX B: CHECKLIST QUESTIONS FOR A PROGRAM DIRECTOR

A project director of orientation can focus on many possible problems by asking himself a series of basic issue questions before a program gets underway. Some key checkpoints include the following:

- Have you recruited your staff?
- Has any provision been made for preservice or inservice training of staff?
- Are you using subprofessionals? In what categories? Under what supervision?
- In what shape are the facilities, equipment, and materials for starting the program?
- What are your primary goals?
- What are the characteristics of the target group from which you are getting enrollees?
- Are there training and/or job slots at the end of orientation? Which ones?
- For what purposes are you going to test?
- Has a curriculum and schedule been established in general, with appropriate staff concurrence and preparation?
- What is the ratio of staff to enrollees? Do you believe it to be adequate?
- Are you in consultation with employers or do you have an employer advisory committee to counsel on their needs and to assist in getting job commitments?
- What organized lines of communication are there with other training programs? Can you give and receive referrals effectively and efficiently?
- Have you organized communications with social agencies and community institutions that may be able to serve the needs of your enrollees?
- Are the primary responsibilities fixed in your staff for instruction, counseling, job or training development and placement?
- Have you an adequate budget?
- Can you be set up for continuous intake so as to get lowest cost per enrollee in use of your facilities?

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